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ABSTRACT

Despite the efforts of the California Community Colleges (CCCs) during the past 15 years to increase the enrollment and employment of ethnic minorities and women, the data today reveal that the CCCs have no better representation of these groups in 1986 than they had in 1970. To address this issue, the Board of Governors of the CCCs and the Chancellor, together with San Jose City College, invited community college districts and colleges to participate in a conference on "Affirmative Action at the Crossroads: A Manifesto for Change." Conference participants identified restraints and driving forces affecting student affirmative action and affirmative action in employment, and developed recommendations for improving each area. Among the recommendations for increasing affirmative action in employment were to establish an affirmative action screening committee consisting of members of underrepresented groups; to create a scholarship fund for staff upward mobility; and to conduct annual performance evaluations of each chief executive officer to reflect effectiveness in accomplishing affirmative action goals. The recommendations for student affirmative action included: (1) enunciation of commitment to student affirmative action in district and college mission statements; (2) identification and outreach to specific underrepresented groups in local communities; and (3) the solicitation of additional support for student affirmative action activities from local businesses, organizations, and foundations. (EJV)

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AFFIRMATIVE ACTION AT THE CROSSROADS:
A MANIFESTO FOR CHANGE

September 26-27, 1986

PRELIMINARY DRAFT SUMMARY

of the

Conference sponsored by

The Board of Governors
of the California Community Colleges

and

San Jose City College

JC 860 587

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INTRODUCTION

Despite the efforts of, and demands on, California community colleges during the past fifteen years to increase the enrollment and employment of ethnic minorities and women, the data reveal that today we have no better representation of these groups than we had in 1970.

Whether this absence of change is because of budgetary constraints; generally declining interest in community colleges; economic, social or cultural factors; failure of the colleges to provide adequate programs and employment opportunities; or other reasons, has not been adequately explored. The fact remains, however, that California's population has become increasingly diverse since 1970, and minority groups have grown very rapidly as a proportion of the total population. Community college enrollments and employment of minorities and women in administrative and professional positions have simply not kept pace with the growth of the numbers of minorities in California.

This rapid increase in the minority population will continue for the rest of the 20th century and well into the 21st. It is therefore incumbent upon the colleges to examine the reasons for this lack of change, and to develop ways, first, to encourage minorities and women to enroll in and complete educational programs and to prepare themselves for useful, productive and enjoyable lives; and second, to actively encourage, seek out and employ more minorities and women on their professional staffs to more adequately reflect their proportion in the general population of the state and their local communities.

Community colleges must make every effort to ensure that all courses and programs are open to all students, and that employment opportunities exist at all levels to assure that the makeup of our staffs reflects the ethnic balance of our communities and our student bodies. Equity in the representation of women and minorities in all facets of the institution is a major factor in the democratic nature of California's public community colleges. Thus, we must avoid even the appearance of race- and/or gender-biased activities, and ensure equity while at the same time maintaining institutional integrity.

Furthermore, the presence of adequate numbers of minorities and women in the professional and managerial ranks of the colleges will serve as incentives for young people in presently underrepresented minority groups to achieve, and perhaps will encourage them to consider pursuing academic careers in the community colleges as they prepare themselves for future employment. In this way, solving one part of the underrepresentation problem - too few minorities qualifying themselves for community college employment - will help to resolve the other part - the need for effective affirmative action employment.

For these reasons, the Board of Governors and the Chancellor, together with San Jose City College, invited community college districts and colleges to participate in a conference on "Affirmative Action at the Crossroads: A Manifesto for Change."

Goals of the Conference

Within the two major functional areas - affirmative action in employment and assuring equity across the entire educational program

of the institution - the goals of conference participants, as established by the Conference Planning Committee, were:

1. To identify the forces at work which (a) currently restrain the colleges from taking effective affirmative action in all areas of the institution, or (b) currently provide an impetus ("driving force") toward overcoming the present imbalance of women and ethnic minorities within the managerial and professional staffs, and among students enrolled in all programs and courses of the colleges.

2. To develop effective, practicable, "do-able" suggestions, strategies, plans and programs which can be easily and quickly implemented to give a much-needed boost to affirmative action activities of the community colleges.

3. To recommend actions which the Board of Governors, the districts and the colleges might take immediately to further these efforts, while other steps are being undertaken at the state level among all the public education segments to resolve the underlying causes of the lack of representation by women and ethnic minorities generally in California public education.

Methodology of the Conference

Hearing urgent messages and examples of effective action from a number of community college leaders, including Board of Governors President Ms. Agnes Robinson and Chancellor Joshua Smith, and with powerful encouragement from Dr. Kenneth Clark, conference participants broke into ten groups to consider various aspects of the problem.

Five groups considered the issue of affirmative action employment in the community colleges, and the remaining five took up educational

equity across the institution. Each of the large groups subdivided into two - one developing the "restraints" and the other listing as many "driving forces" as they could which affect the two issues.

When the subdivided groups reassembled into their larger groups, each then prioritized what they considered to be the five most important issues (whether restraining or driving forces) for further discussion and for the development of proposals to meet the action goals of the conference.

Conference participants considering student affirmative action and equity across programs and courses in the community colleges identified major areas in which to recommend improvements:

1. Educational programs and programming
2. Institutional action needed to better accommodate the needs and scheduling problems of students, together with outreach efforts to attract students
3. Student support services
4. Lack of clarity of the community college mission, and funding, with respect to students, particularly those from underrepresented minority groups
5. The need for faculty and staff in-service training to better acquaint them with the needs and problems of minority students.

Those working on the issue of affirmative action employment also selected five major areas for improvement:

1. Racism, sexism, "old boys' network," tokenism, employment tracking, limited employment areas and opportunities for women and minorities

2. Community involvement and advocacy - "target" and action groups need to monitor affirmative action and put pressure on colleges to change
3. Process and procedures for hiring and selection committees; job descriptions; recruitment and job data and vita banks
4. Compliance, accountability, evaluation, rewards and sanctions; role and authority of affirmative action officers
5. Professional and staff development for job promotability.

This brief preliminary draft summary has been prepared from the reports and recommendations of the ten groups to the full conference membership at the closing session. The recommendations are subject to further refinement and explanation in the completed conference report.

AFFIRMATIVE ACTION IN COMMUNITY COLLEGE EMPLOYMENT

Affirmative action in employment in the community colleges constitutes one of the most difficult and challenging problems facing educational policy makers today. It is imperative that community college employees, especially the teaching faculty, counselors and administrators, reflect the diversity of the community in which they are located and the students whom they serve. Notwithstanding SB 1620, enacted in 1978 [Ed.C. §§87100 ff.] as a codification of existing laws and regulations regarding community college affirmative action employment, and other statutes, California community colleges still employ a disproportionately low number of racial and ethnic minority classified and certificated employees, and a disproportionately low number of women and ethnic minorities in administrative positions.

If our institutions are to remain healthy and continue to fulfill their mission in this society, creative and effective initiatives must be immediately embarked upon to redress the underrepresentation of women and minorities in all job categories. In addition, every effort must be put forward to ensure parity representation of ethnic and linguistic minorities in our student bodies.

The participants at the Affirmative Action Conference developed a list of specific recommendations designed to increase the participation of minorities and women in all job categories, but specifically in certificated and administrative positions. A summary of these recommendations follows:

1. Each CEO of each community college should immediately establish an affirmative action screening committee consisting of underrepresented group representatives, the Affirmative Action Officer and/or the Personnel Director. Among other things this committee would have full power to:
    a. determine job qualifications as related to the job function;
    b. review job descriptions prepared by departmental faculty prior to announcement to insure that the description will complement the district's affirmative action goals;
    c. review and evaluate all applicants' qualifications;
    d. recommend candidates for hiring;
    e. reopen the search if the applicant pool does not include persons from the underrepresented groups that that particular district needs at that point in time; and
    f. reopen a search if candidates recommended for hiring do not reflect underrepresented groups.
2. The Board of Governors should strongly encourage community college organizations (e.g., CEOs, CACC, ASCCC, CCCT) to adopt resolutions setting forth in clear and unambiguous terms the organizations' commitments to student, faculty and administrator affirmative action.
3. The Board of Governors should request from the Legislature a special appropriation for establishing a scholarship

fund for staff upward mobility. Each institution should identify those underrepresented employees concentrated in classified positions who have expressed interest in moving up the career ladder or moving into the certificated or management ranks, and encourage them to take advantage of the professional development scholarship program.

4. Boards of Trustees should conduct an annual performance evaluation of each Chief Executive Officer (College Presidents as well as District Chancellors); the evaluation should reflect their effectiveness in accomplishing goals for affirmative action in employment and student enrollment.
5. The Board of Governors should recognize and reward districts and colleges that show exemplary progress in affirmative action efforts.
6. Each Board of Trustees should specify measurable goals for affirmative action in the employment contract of each Chief Executive Officer.
7. The Board of Governors should publish an annual "report card" regarding the success or failure of each district and college in making affirmative action progress.
8. The Chief Executive Officer of each community college district should initiate the formation of a "Community Advisory Council" consisting of representatives from both the external and institutional communities, through which the community can have direct input into the institution's affirmative action process for addressing relevant employment

issues. The Community Advisory Council should reflect all significant underrepresented groups, both organized and unorganized, in the community. The leadership of the council should be from the mainstream, and have access and close proximity to the CEO.

9. Each community college, with input from the Community Advisory Council, should immediately develop a set of measurable, concrete goals and objectives with timelines to effectively address minority underrepresentation.
10. Each CEO should undertake annual research and evaluation of goal attainment in affirmative action employment in each department within his/her institution.
11. Each Board of Trustees should immediately appoint a full-time Affirmative Action Officer with authority codified in the appropriate district administrative regulations.
12. Each Board of Trustees should immediately adopt a statement of mission commiting the institution and its resources to the development of programs and services to meet the needs of women and minority students and to eliminate the great disparity of women and minorities in the workplace.
13. Each CEO should immediately establish and implement staff development activities designed to clarify and set forth for each college constituency the district's commitment to affirmative action.
14. The Chancellor's Office and the Board of Governors should immediately adopt a system of sanctions for districts which fail to make measurable progress toward affirmative action.

EDUCATIONAL EQUITY ACROSS PROGRAMS, COURSES AND THE INSTITUTION

Providing educational equity across the institution must become a multi-faceted undertaking, involving not only on-campus faculty, staff and administrators, but the community at large as well. The task is great: to demonstrate to community leaders the economic and social benefits to be gained through encouraging young people to complete their educational careers and thus enable them to become productive citizens; to overcome the lack of preparation of students in high school and junior high through outreach and other special programs; to provide courses, programs and schedules that fit into the complex needs of today's students; to encourage greater enrollment of women and minorities in "non-traditional" courses and programs; to assist students to succeed by providing the support services they need, together with a sensitive and understanding staff, in an environment conducive to success. The real challenge to community colleges is to accomplish all these efforts with little or no additional funding.

It would be too easy to say, "We can't divert people and other resources from their essential jobs to do all these things." The consequences of <u>not</u> insisting that presently underrepresented minorities and women prepare themselves to become productive citizens are too great in terms of the waste of human and societal resources for us not to make every effort to reverse the recent trends among minority youth to drop out of school at early ages.

But it is not enough merely to insist that minority young people prepare themselves to come to college. They, too, must understand the advantages of education, and the consequences of the lack of it. They must also be able to see that the college is an environment in which they can succeed through the help of others who are willing to devote time and energy to their problems.

In order to encourage enrollment of underrepresented minorities and women in community colleges, and to help them succeed once enrolled, in closer approximation of their proportion of the state's population, conference participants proposed the following:

1. Commitment to student affirmative action and student success should be clearly enunciated in district and college mission statements. Policies and procedures to carry out these commitments should be made explicit in appropriate district and college administrative regulations. Districts and colleges should be prepared to go beyond the minimum requirements of state statutes and regulations, as needed.
2. With the aid of appropriate community organizations, each college should identify specific underrepresented groups in the community, and develop outreach strategies and specific plans to prepare and recruit potential college students from these groups.
3. Each college should seek additional financial support for student affirmative action activities through local businesses, organizations and foundations, for both recruitment activities and student assistance.

4. Each college should increase efforts to develop new, improved partnerships with community agencies that assist in directing women and ethnic minorities to the college, and in creating employment opportunities for students, both while they are enrolled and upon completion of their programs (e.g., JTPA, PICs, Urban League, NAACP, MALDEF, cooperative education, work experience providers, etc.).
5. Each college should implement course sequencing and class scheduling in response to the needs of women and minority students as determined by appropriate surveys.
6. Each Board of Trustees should annually review enrollment patterns within the institution and within programs to ensure ethnic and gender equity throughout.
7. Each college should create and implement a student affirmative action plan especially for impacted programs, and insure access for underrepresented minorities and women to all courses and programs.
8. Each college should establish a centralized Support Services Center, especially for use of underrepresented minority students and women who do not qualify for EOPS, VEA or other special programs. The Center should be funded by the institution. Its activities should be coordinated and thoroughly integrated with all other student-oriented assistance programs.
9. Each college should create an "awareness team" composed of representatives of minority groups within the institution's instructional, student, business and financial services.

The team's responsibilities, together with appropriate faculty and staff organizations and representatives, should be to determine staff development activities in the area of student affirmative action for the academic year. The state Board of Governors should help defray the costs of these teams by requesting an appropriation of $500,000 to $1 million annually for reimbursement of direct costs to districts on a program-by- program basis.

10. In-service training for all staff should be ongoing. Training may be in formalized programs with specific goals related to understanding cultural, ethnic and gender differences and similarities among students, or informal, e.g., incorporated into other agendas such as "writing across the curriculum" or developing faculty advisement programs. Such training should be conscientiously incorporated into each year's academic planning.

11. Individual college academic senates should develop campus-based plans for increasing faculty commitment to, and participation in, student affirmative action and outreach programs.

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